

BUILDING BRIGHTER FUTURES

THROUGH

**A PLAN TO STRENGTHEN
WISCONSIN FAMILIES**



Proposed by
WISCONSIN CARES, INC.
and
**RIGHT FROM THE START
COALITION OF WISCONSIN**

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THRIVING FAMILIES

raise

SUCCESSFUL YOUTH

who become

PRODUCTIVE CITIZENS

in

CARING COMMUNITIES

BUILDING BRIGHTER FUTURES

A PLAN TO STRENGTHEN WISCONSIN FAMILIES

By

Reinforcing State/Local Communication and Collaboration

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<p>THE WAY IT IS NOW</p> <p><i>Programs for children and families now...</i></p>	<p>THE WAY IT COULD BE</p> <p><i>By reinforcing state/local communication and collaboration</i> <i>A Plan To Strengthen Wisconsin Families would...</i></p>
<p>Focus on targeted programs and services for categories of identified problems experienced by individuals.</p>	<p>Focus on reducing the need for treatment programs and services for individual children and adults by strengthening families.</p>
<p>Are “top-down” in operation and rely on mandated programs and court-ordered services for particular population categories and individuals.</p>	<p>Foster community ownership of health and human services and provide incentives for thinking and acting “outside the box” to promote accountability by managing for results.</p>
<p>Rely on separate state and county departments, divisions, and bureaus to administer funding for specific mandated health, human, and educational services, each with their own policies, nomenclature, and reporting requirements.</p>	<p>Enable communities to pool public/private resources and streamline programs and services across agencies and jurisdictions to achieve jointly agreed upon performance goals with an emphasis on minimizing duplicative reporting requirements and on removing barriers to collaboration.</p>
<p><u>Serve</u> clients / customers / consumers.</p>	<p><u>Empower</u> individuals, families, and communities.</p>

EXECUTIVE SUMMARY

Wisconsin's economy and quality of life depend on thriving families that prevent social problems and create a productive workforce by raising children to become responsible, tax-paying citizens. In contrast, struggling families contribute to 26% of state and 45% of county tax expenditures.

We can prevent social problems and reduce costly public interventions through fostering thriving families by:

- focusing programs and services for children, youth, and adults on families rather than on individuals as if they did not live in families.
- reinforcing state/local communication and collaboration between programs and services for children, youth, and families through family resource systems, and
- integrating the delivery of services through the use of wraparound teams.

Family rather than individual focus: In order to achieve the quality of programs and services that our children, youth, families, and the professionals who serve them deserve, we need a paradigm shift from regarding children as independent units to recognizing them as members of intergenerational families.

We need to affirm that families need a supportive infrastructure in order to fulfill their responsibilities to rear the next generation. Our nation and state do recognize this responsibility by providing resources for families, such as public education; dependent tax deductions and credits; family leaves; and a variety of human services for children, youth, and families. But we do not have a public/private infrastructure of resources for families like our public/private educational infrastructure for children.

Family resource system: We need a family resource system that strengthens families by uniting programs and services for children, youth, and families. Such a family resource system would have corresponding state and local boards that facilitate communication, coordination, and collaboration and that guide the flow of funding for programs and services for children, youth, and families.

Family Policy Entities: Each county, tribe, or service area would have a "Family Collaborative" appointed by an Executive Committee composed of public and private executives and elected officials. The Child Abuse and Neglect Prevention Board would be transformed into a Family Policy Board to relate to local Family Collaboratives; to facilitate collaboration and integration between state agencies; to evaluate the impact of legislation on families; and to recommend legislative initiatives. These structures would not create additional costs by drawing upon and realigning personnel from existing programs and services. They are named for families rather than for children to discourage dealing with children and adults as if they did not live in families.

Family Resource Networks: Family Resource Networks would provide the programs and services needed by families to enable "front line" workers to better serve families through coordinated services and wraparound interdisciplinary teams.

Wisconsin lags behind many other states in state/local coordination of programs and services. We should complement our state leadership in welfare reform, education, and wraparound services by strengthening our childrearing families, as many Wisconsin communities are trying to do now.

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I. INTRODUCTION

The idea of developing a system that strengthens childrearing families arose from a vision for Wisconsin children developed by *Wisconsin Cares*, an organization concerned about the enormous waste of human potential and the tax burden resulting from child neglect and abuse. 26% of state and 45% of county expenditures are directly related to struggling families (Appendix 1).

The focus of *Wisconsin Cares* is on preventing social, health, and educational problems. Its first activity was to review the literature on prevention. It then surveyed existing programs for children, youth, and families in Wisconsin and found they vary greatly in scope, overlap, and efficacy. Most of them target individuals rather than families. More attention has been devoted to parental employment, childcare, and children's education than to family stability and well-being – the essential precondition for a responsible, educated citizenry and for a productive workforce.

Existing programs and services for children, youth, and families often:

- cannot focus on prevention because of competing demands for interventions;
- must spend too much time on paper work and seeking short-term categorical grants;
- are hampered by changing specific rather than holistic mandates;
- are restricted by regulations and barriers to collaboration;
- lack reliable outcome and cost effectiveness data;
- would be improved by more partnering, collaboration, and integration; and
- do not involve families in planning and implementing programs and services.

A *Wisconsin Cares* survey inspired a vision for children, youth, and families in Wisconsin. This vision is based upon the

moral and legal rights of parents and children, federal and state legislation that affects children and families, and recent national and state developments in advocacy for children and families.

Wisconsin Cares concluded that we need a system that strengthens families rather than waits until families are in trouble, as often is the case now. We need a system named for "families" rather than for "children" to discourage focusing on individual children and parents. We need a system to complement the educational system by uniting existing programs and services for children, youth, and families through Family Resource

Networks. We need to follow the lead of communities that already are developing these Networks.

We need a system that strengthens families rather than waits until families are in trouble.

II. A FAMILY RESOURCE SYSTEM

A family resource system would include all of the elements families need in order to effectively rear our next generation: income opportunities, education, childcare, health care, and family-oriented human services.

One of the fundamental flaws in our public policies and funding streams is the focus on children as independent units. By definition, a child is at the least a part of a two-person unit: *child-parent*. Child-oriented programs that do not take the parent side of this dyad into account and parent-oriented programs that ignore the child side are unrealistically based. Such programs can unintentionally increase stress on parents and children. Programs and services should focus primarily on families not just on individual child, youth, or adult family members as if they did not live in families.

The most evident consequences of treating children and youth as independent units are: 1) the disconnection of, rather than collaboration between, parents and the

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human service and educational systems; 2) the removal of children from struggling families rather than strengthening their families; 3) the separation and discontinuity rather than integration of services for children and families; and 4) prevention programs that focus on symptoms rather than causes.

In order to achieve the quality of programs and services that our children, youth, families, and the professionals who serve them deserve, we need a paradigm shift from regarding children, youth, and adults as independent units to recognizing them as members of intergenerational families. Focusing services and funding solely on individual family members has a long history of weakening families, for example:

- Aid to the Families of Dependent children focused on individual children in a family and unintentionally encouraged childbearing and discouraged marriage.
- A focus solely on the employment of parents overlooks the dependency of children upon their parents and the need for childcare and for parenting resources.
- Spending limits, reporting requirements, and eligibility criteria, of federal and state categorical programs often create barriers to the effective use of resources.
- Imprisoning fathers and mothers for non-violent offenses deprives their children of parenting and often adds the costs of foster care to the costs of incarceration.
- Health insurance designated as only for children overlooks the equal importance of health insurance for their parents or guardians.
- When health insurance does not cover family therapy, medical and psychiatric diagnoses for the children and parents

We need a paradigm shift from regarding children, youth, and adults as independent units to recognizing them as members of intergenerational families.

often are devised to justify coverage for out-patient treatment in order to avoid more costly out-of-home placement.

- Costly residential mental health and juvenile correctional placements are necessitated by both the lack of community resources and the lack of coordination between existing resources.
- In court cases, different judges may direct services, impose sanctions, and place requirements on defendants involved in the criminal, civil, and juvenile systems without coordination within the criminal justice and between the criminal justice and human service and mental health systems. For example, a judge ordered an in-patient psychiatric evaluation costing \$16,000 that duplicated an existing community evaluation.
- Because different agencies collect different data on family members, there is no data for evaluating family outcomes.
- Field workers have excessive caseloads and are overburdened with paperwork necessitated by differing requirements for reporting to programs.
- Special education that focuses only on individual children overlooks the ways thriving families can help their own children and the ways struggling families contribute to the numbers of children who are placed in special education.
- While child abuse or neglect allegations are being investigated, children are placed in foster care rather than providing in-home crisis help for their families before resorting to costly placement.
- Rigid conformity to confidentiality rules regarding family members creates barriers between professionals who need to share information in order to collaborate with professionals from different agencies.

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As it now stands, well intentioned but overburdened professionals often deliver limited, targeted services from agencies far removed from the neighborhoods of their clients. The most successful programs treat individuals' problems in the context of their families, offer a broad spectrum of services, flexibly use resources, and have staff trained in crossing traditional program categories in order to broker necessary services to fully meet a family's needs. A family resource system would organize neighborhoods and communities to provide a network of programs and services delivered by a team centered on each family with ready access to a single point of contact for referral. This system also would involve families in planning and implementing programs that affect them. Its ultimate aim is for families to develop supportive networks themselves.

We need to recognize that parents bear the basic responsibility for raising our society's young. In so doing, all families require the support of private and public resources. Our nation and state do recognize this responsibility by providing resources for families: public education, dependent tax deductions and credits, and a variety of human services for children, youth, and families. A private/public family resource system would be a complement to our private/public educational system to the benefit of families and taxpayers.

The following table depicts examples of the private and public resources needed by families in order to carry out their responsibilities to provide an income, health care, education, care-giving, and stability for their children and youth as they rear society's next generation:

FAMILY RESPONSIBILITIES	PRIVATE RESOURCES FOR FAMILIES	PUBLIC RESOURCES FOR FAMILIES
INCOME	<ul style="list-style-type: none"> • SELF EMPLOYED • EMPLOYMENT 	<ul style="list-style-type: none"> • DEPENDENT TAX DEDUCTIONS • WELFARE TO WORK PAYMENTS
HEALTH	<ul style="list-style-type: none"> • SELF PAYMENT • INSURANCE OR HMO 	<ul style="list-style-type: none"> • MEDICAL ASSISTANCE • BADGER CARE • SOCIAL SECURITY INSURANCE
EDUCATION	<ul style="list-style-type: none"> • PRIVATE SCHOOLS • HOME SCHOOLING 	<ul style="list-style-type: none"> • PUBLIC SCHOOLS • SCHOOL VOUCHERS
CAREGIVING	<ul style="list-style-type: none"> • RELATIVE CHILDCARE • HOME CHILDCARE • CENTER CHILDCARE • WORKPLACE CHILDCARE 	<ul style="list-style-type: none"> • TAX DEDUCTIONS • WELFARE TO WORK SUBSIDIES
FAMILY STABILITY	<ul style="list-style-type: none"> • GRANDPARENTS • PRIVATE FAMILY SERVICES • FRIENDS AND RELATIVES 	<ul style="list-style-type: none"> • FAMILY RESOURCE NETWORKS • CHILD PROTECTIVE SERVICES • TEMPORARY OUT-OF-HOME CARE

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III. BASIC PRINCIPLES FOR A FAMILY RESOURCE SYSTEM

Wisconsin Cares adopted the following basic principles for developing a family resource system that would improve the comprehensiveness, coordination, and continuity of programs and services for families, children, and youth and maximize their effectiveness:

- Childrearing families are the foundation of our society and our economy. A family that raises a child to become a productive citizen contributes over \$1 million to our economy. A family that neglects and abuses a child costs over \$2 million in lost wealth and tax outlays for special education, mental health, and correction services.
- A primary responsibility of our society and our governments is to create, maintain, and enhance infrastructures that provide resources for childrearing families.
- Federal laws should strengthen families and focus less on categorical programs.
- Community services for children and youth, such as schools, libraries, recreational facilities, human services, physical and mental health services, courts, and law enforcement are essential resources for families.
- Child advocacy and youth advocacy should be embedded in family advocacy.
- Education is a family function that is delegated to public or private schools.
- Problems from unhealthy interactions in families and communities are better treated by fostering healthy relationships than by categorical "deep-end" services.
- Workforce development services should strengthen families.
- Workplaces should accommodate the family responsibilities of employees.

Childrearing families are the foundation of our society and our economy.

- Human services for children and youth should be oriented to serving families.
- The impact of law enforcement and incarceration of individuals on their families should be considered.
- State and local family policy making should be made by corresponding structures.
- Parents and youth should be included in making policies that affect them.
- All parents should have access to child development resources starting at birth.
- Professionals and volunteers serving a family should function as a wraparound team to ensure coordination and continuity of their services.

IV. FAMILY RESOURCE NETWORKS

The foundation of a family resource system is a Family Resource Network that serves as a venue for communication and collaboration between unconnected and discontinuous programs and services. It offers the potential for bringing wraparound services together through interdisciplinary teams according to the needs of each family where the family lives.

Family Resource Networks are needed for three principal reasons. First, the earliest years of life are the most important, but the most neglected, years in public attention and funding. Second, parents need information on child development and about the effects of smoking, alcohol, medications, nutrition, and environmental pollution on children's health. Third, child neglect and abuse spawn low education levels, unstable employment, and crime. For these reasons, families need and deserve private-public resources for rearing their children.

The present intervention paradigm of waiting to support families until child neglect and abuse are investigated by professionals from public agencies should

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be complemented by a prevention paradigm implemented by a Family Resource Network that provides public and private resources

for families before child neglect and abuse occur, such as the following:

FAMILY RESOURCE NETWORK

Faith communities; businesses; public health nursing; teen pregnancy prevention; home newborn support; early child care & education; family resource centers; schools; health, mental health & dental care; learning centers; human services; respite services; workforce development services; smoking, alcohol, & drug abuse prevention and treatment; domestic abuse services; housing services; recreation sites; intergenerational programs; environmental health; juvenile & family courts; child protection services; law enforcement.

V. THE TIME IS RIGHT

The time is right for developing efficacious and cost-effective private/public Family Resource Networks throughout Wisconsin. Although Wisconsin ranks well nationally on child well-being indicators as published in *Kids Count* by the Annie E. Casey Foundation, Wisconsin trails other Midwestern states in preventing child abuse and neglect through home support for the parents of newborns and tops those states in spending on correctional facilities for offenders, most of whom are the products of child abuse and neglect.

Home Visitation for the Parents Of Newborns & Corrections Funding (Per Capita Expenditures FY 2001)

<u>Home Visitation</u>	<u>Corrections</u>
1) Minnesota \$ 9.90	1) Wisconsin \$ 173.00
2) Indiana \$ 7.03	2) Michigan \$ 158.00
3) Michigan \$ 5.00	3) Illinois \$ 102.00
4) Illinois \$ 3.79	4) Indiana \$ 96.00
5) Iowa \$ 3.48	5) Minnesota \$ 92.00
6) Wisconsin \$ 1.10	6) Iowa \$ 89.00

Instead, Wisconsin should lead other states in strengthening families just as we lead in welfare reform, low school dropout rates, and reducing child poverty.

In the Nation

At the national level, the *Government Performance and Results Act* of 1993 has been gradually moving the nation toward a results-based accountability system. Over thirty states have created structures to represent childrearing in state governments through variously named cabinets for children and families, as documented in the Family Impact Seminar's publication *Coming Together for Children and Families: How Cabinet Level Collaboration is Changing State Policy Making* circulated by the National Governor's Association. The states of Washington, Oregon, Minnesota, Ohio, Michigan, Iowa, Georgia, West Virginia, and North Carolina in particular have had considerable experience with developing corresponding structures at the state and local levels to coordinate family resources (see Appendix 2). In addition, the U.S. Department of Health and Human Services is conducting in-depth reviews of states' child welfare systems to evaluate their conformance with the preventive family strengthening requirements of titles IV-B and IV-E of the 1994 Amendments to the Social Security Act.

The National Governor's Association has funded programs for Building Public and

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Political Will for Early Childhood Care and Education through State Teams. The focus of the Wisconsin State Team is on identifying and addressing the state-level barriers to collaborative programming in order to better serve young children in families where parents are employed. The Team operates on the assumption that a comprehensive early childhood care and education system should include childcare, education, health, nutrition, social services, and family support to all children and their families.

In Wisconsin

The short-term nature of federal and state legislative processes creates specific initiatives to address social problems based on the availability of usually limited funds and on accountability requirements. The unintended, but inevitable, result is a succession of statutes and regulations that may well create administrative barriers to the coordination and collaboration needed to achieve the original goals of the legislation. For this reason, the provisions of Wisconsin Statute Chapter 15 mandate that the executive branch should be reorganized on a continuing basis in order to respond to changing emphasis and public needs.

In 1985, the Wisconsin Strategic Development Commission recognized the importance of state and local family supportive mechanisms in the economic development of the state. The Governor's Task Force on Children and Families recommended in 1990 that a state Commission on Children and Youth be created to coordinate programs between state departments and model coordination efforts for local governments. In 1995, the

A succession of statutes and regulations may well create administrative barriers to the coordination and collaboration needed to meet the original legislative goals.

Commission for the Study of Administrative Value and Efficiency advocated greater cooperation between state and local governments to reduce wasteful turf feuds and protectionism. The 1996 Legislative Audit Bureau report on prevention programs for children, youth, and families in state departments found extensive overlap.

In 1997, the Governor's Blue Ribbon Commission on Mental Health advised incorporating prevention and early intervention practices into the public mental health system. In 1999, the Joint Legislative Board introduced a bill to create a Prevention Coordination Council to enhance prevention services for children, youth, and families. In 2000, the Turning Point Initiative under the Wisconsin Division of Public Health found that categorical funding streams often are not linked to local priorities and suggested better coordination of state and local public health system partnerships. As a result of all of these initiatives, state departments are seeking better ways to coordinate their activities at both the state and local levels.

In 2000, the Governor's Blue-Ribbon Commission on State-Local Partnerships for the 21st Century (the Kettl Commission) concluded that Wisconsin should make government more productive and grow the economy by aggressively strengthening state/local partnerships. The Commission emphasized creating collaborative incentives for local governments and for state and local programs and services. The Commission also advised a "top-to-bottom performance scrub" of Wisconsin's governments to encourage their accountability by managing for results. This performance review, christened *Renew Wisconsin*, aimed to identify opportunities for improving the governments' responsiveness and reducing

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their cost. *Renew Wisconsin* was a citizen-based, bottom-up effort. It combined an ongoing team of state and local officials with citizen volunteers to devise strategies and tactics for performance improvement. Its mission was to create teams in every jurisdiction to conduct a performance evaluation of every state and local agency. The evaluation included these elements:

- A performance management system for state government.
- "Best practices" that could reduce government's costs and increase its responsiveness to citizens.
- Launch a "search and destroy" mission to wipe out regulations that have outlived their usefulness.
- Aggressively develop electronic data systems.

The Department of Health and Family Services Brighter Futures Initiative was expanded to strengthen families, neighborhoods, and communities. The Brighter Futures, the Milwaukee Family Services Coordination, and the Family Care Initiatives are examples of state/local level programs that consolidate services and funding streams in order to achieve greater efficiency and effectiveness.

The Safe and Stable Families program directs 50% of its funding for family strengthening services. Wisconsin's welfare reform legislation (W-2) requires Children's Service Networks across state departments. Since 1991, the Wisconsin Coordinated Services Team Initiative has fostered integrated services.

KidsFirst is a comprehensive agenda for improving the lives of Wisconsin's children.

In 2003 Wisconsin's National Governors Association Core Team brought state departments, private organizations and community representatives together to develop local service coordination models.

In Wisconsin Communities

At the local level, there is a strong current flowing toward coordinating diverse programs and services for children, youth, and families. The bulk of innovation today is not taking place in programs and services but in their management through strategic alliances and mergers, especially in the nonprofit sector. The trend is toward the integration of human services from coordinating programs and organizations to the actual physical relocation of networked services.

Many counties are forming collaborative structures. For example, Marathon County has the Start Right Community Partnership; Dane County has the Healthy Families Network of Dane County and Start Smart;

Sheboygan County has the Plymouth Every Child Counts Coordinating Board; La Crosse County has a Family Policy Board; Eau Claire County has the Healthy Families and Communities Board; and

Milwaukee County has the Youth and Family Development Alliance as a steering group for the Milwaukee Brighter Futures Initiative whose mission is to strengthen families, neighborhoods, and communities. All of these local collaborative efforts would benefit from state facilitation and incentives. They reveal a compelling need for two-way communication between state and local coordinating entities.

There is a strong current flowing toward coordinating diverse programs and services for children, youth, and families.

VI. THE FAMILY POLICY BOARD MODEL

Family Resource Networks need to be coordinated at both the state and community levels. The Family Policy Board model originally developed by the *Right From The Start Coalition of Wisconsin* is a paradigm for strengthening families through family resource networks. It accords childrearing families representation in the structure of

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state government, as the Wisconsin Natural Resources Board does for natural resources and the University of Wisconsin Board of Regents and Wisconsin Technical College System do for advanced education

The Family Policy Board model brings together state departments, state coalitions and organizations, citizens, and elected officials in state family policymaking. It provides an umbrella for reinforcing and expanding private/public collaboration that now takes place around specific projects and programs. It utilizes existing personnel and requires no additional state funding.

In order to implement this model, a statutory Family Policy Board would be created (Appendix 3). The Board would assess the impact of legislation on families and create incentives that promote communication, coordination, and collaboration between state and local programs and services. Each county, tribe, or service area would have a corresponding structure, such as a Family Collaborative, appointed by a structure, such as an Executive Committee composed of public and private executives and elected officials. The local and state family entities would be in direct communication in order to bring local concerns to the attention of state officials whose ability to meet the needs of families would be enhanced.

VII. A STATE FAMILY POLICY BOARD IN WISCONSIN

We propose that the Governor and the Legislature transform the existing Child Abuse and Neglect Prevention Board into a Family Policy Board. Reallocated state department resources, private funding, and in-kind services could be used to support Board expenses.

The Family Policy Board model brings together state departments, state coalitions and organizations, citizens, and elected officials in state family policy making.

The Family Policy Board would consist of the Governor, the Superintendent of Public Instruction, the Attorney General, legislators, state department heads, state organizations, citizens, and local officials. (One model for the composition of the Board is described in Appendix 4.) The Board would stimulate and enhance ongoing collaboration between state departments. Members of the Board from the Department of Health and Family Services, the Department of Public Instruction, the Department of Corrections, the Department of Workforce Development, the Department of Justice, the Department of Administration, and other related state programs would link their components of state departments and programs.

The Family Policy Board would be an extension of the work of the Governor's Blue-Ribbon Commission on State/Local Partnerships for the 21st Century (the Kettl Commission). It would implement the vision of the expanded Brighter Futures Initiative to ensure that every child has the opportunity to become a responsible and productive citizen. It would be a platform for facilitating collaboration between state agencies and between the state and localities (Appendix 5).

The powers and duties of the Family Policy Board would be to formulate policies, to advise the Governor and state department heads on rule making, and to initiate legislation. It would have the authority to recommend interdepartmental agreements for waiving state rules and regulations that impede coordinated service delivery and for linking funding within and between state agency budgets. The Board would:

- Promote a climate in the state that recognizes the importance of the well-

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being of childrearing families to all citizens.

- Assess the impact of policies and legislation on families.
- Collate and promulgate information about state and local programs for children, youth, and families.
- Formulate policies of an expanded holistic Brighter Futures Initiative that consolidate funding streams for related state programs for children, youth, and families.
- Recommend incentives that reinforce collaboration at the state and local levels by configuring revenue streams and removing barriers to pooling money.
- Introduce legislation.
- Establish guidelines for block grant funding for children, youth, and families that implement the policies of the Brighter Futures Initiative to counties and local districts.
- Encourage "managing by results" by establishing outcome benchmarks so that evaluation information is collected from the outset of programs.
- Encourage the formation of local Family Collaboratives.
- Act upon recommendations from Community Family Collaboratives.
- Report achievements of the Board to the governor and the legislature.

Local Family Collaboratives would develop plans to coordinate strategies for systemic improvements and methods for evaluating the results of local public and private services.

VIII. LOCAL FAMILY COLLABORATIVES

Each service area would have a "Family Collaborative" (The actual name of the structure would vary depending upon local circumstances) appointed by a county, regional, or tribal council Family Policy Executive Committee. These community-based collaboratives would be charged with developing local plans to coordinate

strategies for systemic improvements, and methods for evaluating the results of local public and privately contracted services (Appendix 6). The Collaboratives would make recommendations to the state Family Policy Board. Private funding and in-kind services would support administrative assistance and Collaborative expenses.

The Family Policy Executive Committee would appoint Family Collaborative members with a balance of race, gender, age, and area. At least one of the Collaborative members would be a parent at large and one would be a youth under the age of 18.

A Family Collaborative could be responsible for:

- Promoting intergenerational education devoted to the health and well-being of childrearing families.
- Educating the public about the resources families need.
- Assessing local programs and services to identify gaps and barriers through open meetings, focus groups, and subcommittees.
- Creating incentives that eliminate duplication and reinforce collaboration between local programs and services.
- Promoting preparation for parenthood and support for the parents of newborns.
- Soliciting information about state and community regulations and policies that pose barriers to collaboration and providing effective services to families.
- Making recommendations to the state Family Policy Board for changes in state regulations, policies, and legislation that affect families.
- Leveraging resources, identifying new funding sources, and guiding the flow of federal, state, and local funds designated for families, children, and youth.
- Promulgating best practice standards for family support programs and services to

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ensure that direct communication takes place between representatives of agencies serving a particular family so that professionals function as a team.

- Promoting the development of uniform local and state data collection systems.
- Reviewing demographic and outcome reports from community programs.

The Family Living Division of University of Wisconsin Extension can provide technical assistance in forming and expanding local Family Collaboratives through its strategic planning function.

IX. SERVICE INTEGRATION

The ultimate aim of a family policy board system is the integration of services at the prevention and intervention levels.

John Franz of the consulting firm Paper Boat describes three models for service integration: the alliance, agency, and network models. The theme of these models is making more efficient and effective usage of services for children, youth, and families through collaboration.

The common denominator of these models is the Wraparound (Coordinated Services Team) process. Appendix 8 shows how this process can be applied at the prevention level by home support for the parents of newborns through the Family Foundations Initiative.

The wraparound process initially was designed to be applied at the intervention level for children with serious mental illnesses, as illustrated by the Wisconsin Children Come First program (Coordinated Services Teams). This intervention wraparound process entails providing services in a family's community generated from a multi-agency meeting that considers the strengths and needs of family members in planning a treatment approach that is

The aim of a family collaborative system is the integration of services at the preventive and intervention levels.

implemented by an interdisciplinary team drawing upon the resources of all relevant programs and services (see Appendix 7). The focus of the wraparound process is on a family rather than individual family members. National recognition has been accorded Wraparound Milwaukee.

The Welcome Home Baby Initiative offers the opportunity to begin the wrap-around process at the formation of families.

X. SUSTAINABILITY

At least four factors have been found by other states to be vital in establishing and sustaining a family resource system:

- endorsement of the concept by state and local stakeholders in the public and private sectors;
- influence over funding;
- ongoing communication between levels of the system; and
- realistic short-term and long-term outcome measures that take into account political cycles.

The first factor is drawing upon the knowledge and skill of existing personnel.

State and county workers have first-hand experience with statutes, departmental resources, and administrative issues. Local governments and power brokers know the needs and resources of their communities. There should be little difficulty in obtaining support for the concept of a family

resource system. Everyone in the field is aware of the problems, and creative minds are working on solutions, but the devil lies in the details.

This proposal does not call for eliminating positions or reducing funding. Titles, salaries, contracts, duties, and authority issues would be negotiated within existing personnel policies and practices. Programs and services would be expanded through more efficient use of funds and

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personnel. The key to success is drawing upon the expertise and unleashing the creativity of workers in state and county departments, the University of Wisconsin Extension, and community programs and services.

The second factor of funding influence is essential to provide the incentives needed to establish a family resource system and to encourage program and service partnerships, collaboration, and integration. Many years of experience with coordinating efforts have demonstrated that the best way for state and community Family Policy Entities to increase the efficient and cost-effective use of federal, state, and local funds is to influence their allocation. For this reason, state and local Family Policy Boards should include elected officials or their designees.

The third factor of intra-system communication is vital for exchanging information and formulating, interpreting, and implementing policies. Regular ongoing interactive channels for communication are necessary. A key purpose of state and community Family Policy Entities is to provide an open channel for communication between recipients of services and state units. Newsletters and an annual conference

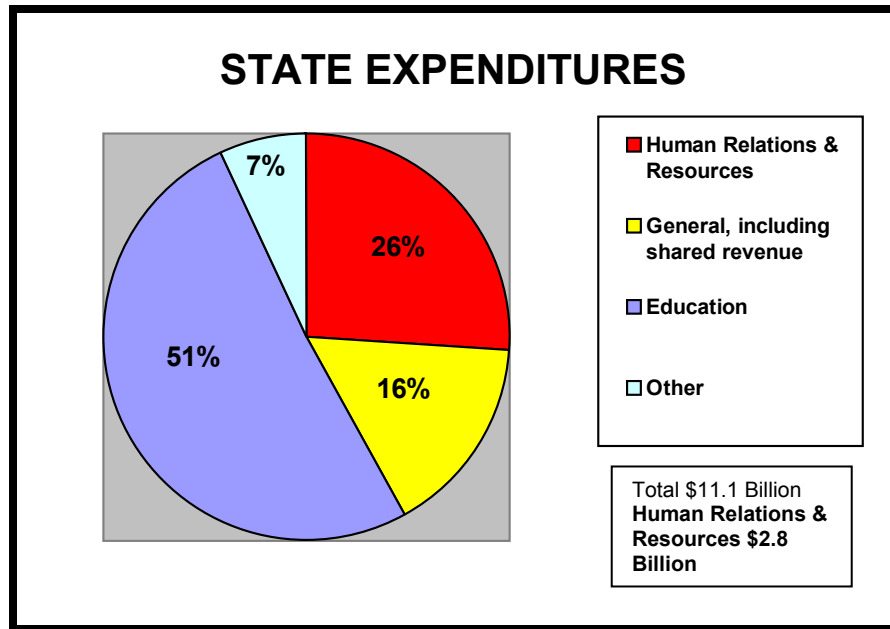
for the members of the state and local councils and would help to spark and disseminate innovative ideas and practices. Conferences could be connected to annual meetings of organizations, such as the Wisconsin Counties Association. Education and training opportunities for the members of local and state Family Policy Entities and stakeholders would be important as well.

The fourth factor is developing realistic outcome criteria with appropriate timelines. Short-term outcomes could relate to: 1) survival of the family resource system initiative through the political process; 2) bringing in new stakeholders; 3) success in establishing local Family Collaboratives; and 4) heightening public awareness of family, children, and youth issues. Long-term outcomes could relate to reductions in rates of child, youth, and family problems and improvements in benchmarks of child and family well-being. The key is judging the success of the initiative by realistic rather than overly ambitious goals.

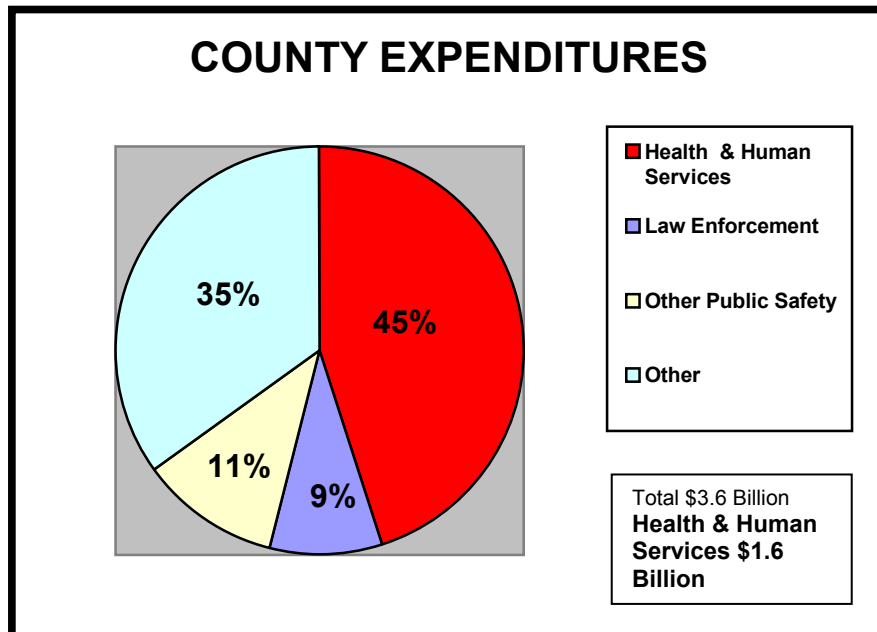
BUILDING BRIGHTER FUTURES

APPENDIX 1

WISCONSIN STATE AND COUNTY EXPENDITURES RELATED TO STRUGGLING FAMILIES Fiscal year ending June 30, 2001 (actual) \$4.4 Billion Annually



Human Relations & Resources = Corrections, Workforce Development, Health & Family Services, etc.



APPENDIX 2

Examples of State/Local Collaborative Systems in Other States

In 1990, the West Virginia Cabinet on Children and Families composed of department heads and private sector representatives was established by statute at the Governor's initiative to facilitate collaboration between state and local programs and services for children and families. There now are 43 local Family Resource Networks that have collected extensive case and system outcome data.

In 1991, the Governor of Georgia created Family Connection codified by statute in 1996 as the Policy Council for Children and Families to improve the results of services for children and families. These structures evolved into the Family Connection Partnership, Inc., a non-profit corporation with some 41 board members from the public and private sectors. There now are Family Connection Collaboratives in 156 counties divided into 12 regions. Extensive outcome data on uniform benchmarks is available.

In 1992, the Washington State Legislature enacted the Family Policy Initiative, which created the Family Policy Council to design and carry out principle-centered, systemic reforms to improve outcomes for children, youth, and families. There now are 53 Community Public Health and Safety Networks with documented improvements in the effectiveness of services for children, youth, and family court cases and in community collaboration.

In 1992, the Minnesota legislature established a Children's Cabinet consisting of state department heads housed in the Department of Human Services in order to promote collaboration between state departments and local service delivery systems. There are now 95 local and regional collaborative boards. Demographic, and case outcome data is available.

In 1992, the Governor of Ohio created a Family and Children First Cabinet Council composed of department heads in the Governor's office and codified by statute in 1995. There now are 88 local Family and Children First Councils. Data is available documenting system improvements.

In 1993, the Oregon legislature created the public/private Oregon Commission on Children and Families. In 1999, the legislature empowered state and local Commissions on Children and Families to facilitate comprehensive community planning. The state Commission's role is to provide a framework for comprehensive community planning; statewide policy development; systems consultation and technical assistance; and outcome evaluation.

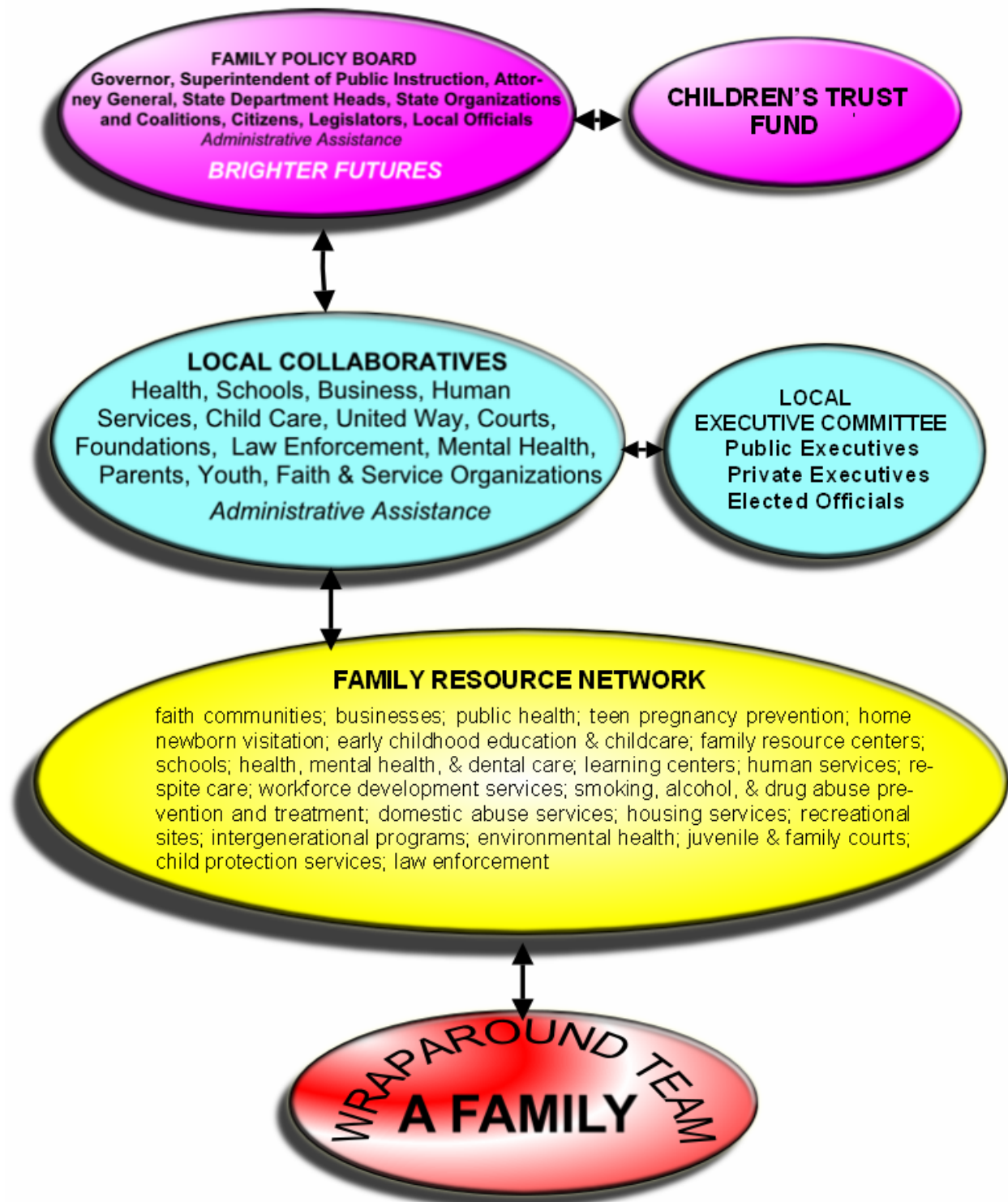
In 1993, North Carolina was the first state to fund a statewide early childhood system (Smart Start) that offers a wide range of health, education, parent-support, and childcare services to promote school and life success for all children. Smart Start is administered by the public/private North Carolina Partnership for Children and Families that serves as an umbrella for 81 local Smart Start Partnerships and includes a National Technical Assistance Center.

In 1995, Putting It Together with Michigan Families was formed to promote family-centered human service, mental health, and education practices with leadership rotating between state departments in response to local organizing efforts. There now are 76 local Multipurpose Collaborative Bodies that have the power to initiate and approve state requests for proposals.

In 1998, the Iowa Empowerment Board was established in the Department of Management by statute to create state and local partnerships to improve the well-being of families with young children. There now are 58 Community Empowerment Boards related to fiscal agents with disbursement control over family-related funds.

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APPENDIX 3 A STRUCTURAL MODEL TO STRENGTHEN WISCONSIN FAMILIES



APPENDIX 4

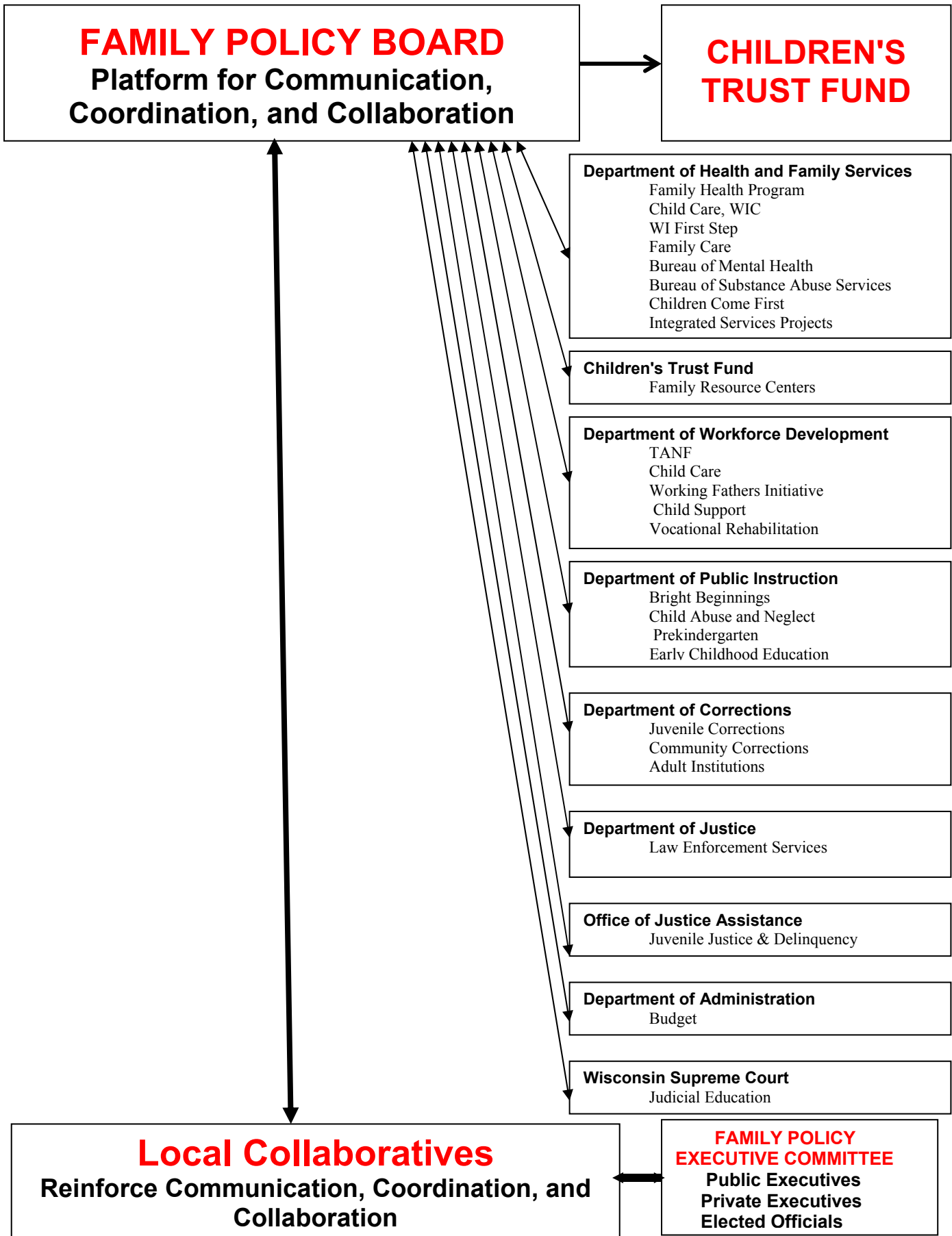
Possible Composition of a State Family Policy Board

A state Family Policy Board whose chair is the Governor or the Lieutenant Governor would consist of the following members:

- 1) The State Superintendent of Public Instruction or his or her designee.
- 2) The Attorney General or his or her designee.
- 3) The Secretary of Health and Family Services or his or her designee.
- 4) The Secretary of Administration or his or her designee
- 5) The Secretary of Workforce Development or his or her designee.
- 6) The Secretary of the Department of Corrections or his or her designee.
- 7) The Executive Director of the Office of Justice Assistance.
- 8) The Dean of University of Wisconsin Cooperative Extension.
- 9) One majority party representative of the assembly appointed as are the members of assembly standing committees.
- 10) One minority party representative appointed as are the members of assembly standing committees.
- 11) One majority party senator appointed as are the members of senate standing committees.
- 11) One minority party senator appointed as are the members of senate standing committees.
- 13) Twelve public members appointed by the governor for staggered three-year terms:
 - a. One member representing county government
 - b. One member representing private business.
 - c. One member representing organized labor
 - d. One member representing intergenerational aging groups
 - e. One member representing youth.
 - f. One member representing nonprofit service organizations.
 - g. One member with experience and expertise in public health.
 - h. One member with experience and expertise in child and family mental health.
 - i. One member with experience and expertise in human services.
 - j. One member with experience with special education.
 - k. One member with experience with child day care.
 - l. One member who represents consumers of family services.

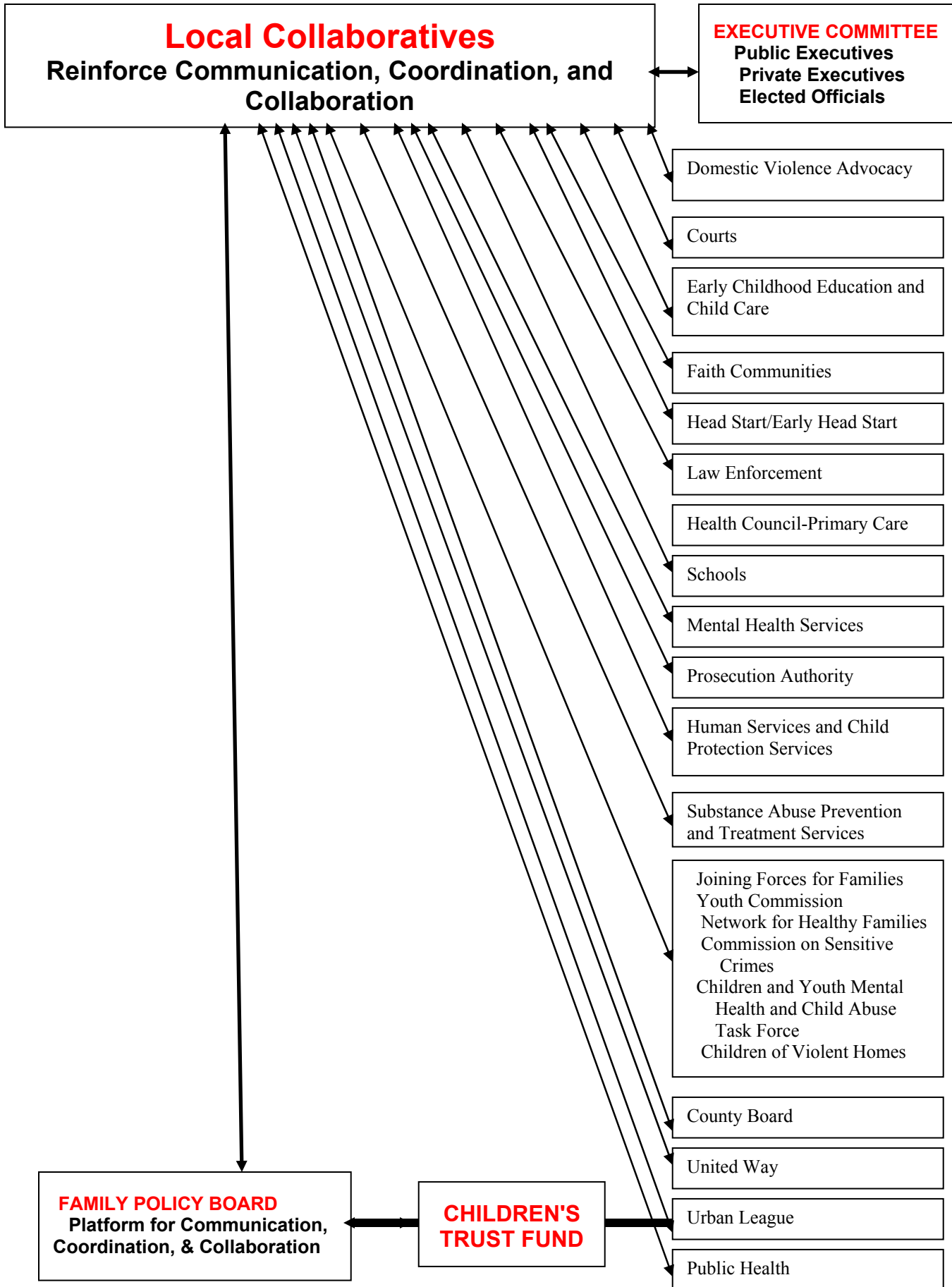
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APPENDIX 5



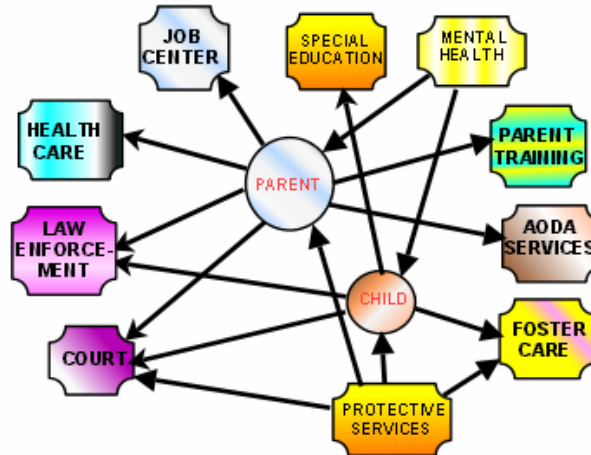
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APPENDIX 6



APPENDIX 7

**INDIVIDUALLY vs.
FAMILY ORIENTED SERVICES
INDIVIDUALLY ORIENTED SERVICES**



FAMILY ORIENTED SERVICES

More and better communication, coordination, and collaboration



BUILDING BRIGHTER FUTURES

APPENDIX 8

FAMILY FOUNDATIONS INITIATIVE

Why is *Family Foundations* Needed?

The vital importance of the first years of life has been confirmed by recent brain development research. Further research shows that prevention programs at the beginning of life are more effective and less costly than in later years. Home support to strengthen families before and after childbirth is the most cost-effective method for preparing children to learn in school and for success in later life. Home support helps prevent child abuse and neglect – the leading contributors to school failure; delinquency; violence; addictions; crime; and teenage pregnancy, health problems, and emotional disorders.

Now available to only one-quarter of the parents of newborns in Wisconsin, it is time to make voluntary, publicly and privately funded home support available to all parents.

What will *Family Foundations* Do?

Family Foundations creates a partnership between the state and communities to offer voluntary parenting support to all families before and after childbirth.

This initiative offers parents the information and resources they want to raise their children well. It offers a variety of services ranging from telephone contacts to home visits by volunteers, paraprofessionals, parent educators, and health care professionals.

1. **Universal Access and Continuity of Support for Families.** Almost all parents of infants and young children appreciate an ongoing relationship with professionals in meeting their children's physical, educational, emotional, and health-related needs.

2. **Developmental Optimization for All Children.** All children need effective parenting and nurturing relationships in wholesome environments. The purpose of *Family Foundations* is to optimize the development of *all* children, not just those who are thought to be at risk for developmental problems.
3. **Shared Public and Private Responsibility for Child Development.** Building bridges by supporting parents from pregnancy to school requires the participation of all segments of our society, including neighbors, co-workers, faith communities, service providers, governments, schools, community organizations, and businesses.
4. **A Public Attitude that Supports Child Development.** The "developmental trajectories" of children have implications for the welfare and integrity of society. Community education and publicity is needed to gain public support for policies and programs that support the child rearing responsibilities of families.
5. **Enhancing Community Capacities.** Assuring the healthy development of children involves forming a network of resources to assist families consistent with community priorities. Home support should be a part of family support networks.
6. **Cultural Diversity Means Diversity of Approaches.** Childrearing practices based on cultural and ethnic differences should be honored in the context of community parental expectations.